

Emergency Support Function – No. 17
VOLUNTEER AND DONATIONS MANAGEMENT

Primary Agency:

Virginia Department of Emergency
Management (VDEM)

Support Agencies:

- Virginia Voluntary Organizations Active in Disasters (VAVOAD)
- Adventist Community Services (ACS)
- Virginia Citizen Corps (Office of the Governor)
- Volunteer Centers of Virginia
- Virginia Office of Volunteerism and Community Service

Purpose

The purpose of the Volunteer and Donations Management Emergency Support Function (ESF) #17 is to ensure the most efficient and effective delivery of donated goods and volunteer services to support disaster relief efforts in impacted areas in the Commonwealth.

Scope

The ESF #17 scope is twofold: Facilitate the expeditious delivery of donated goods and services to the areas of need, and coordinate offers and needs for volunteers in both response and recovery. The Volunteer and Donations Management function involves entities who rely on donated resources. This guidance applies to all agencies with either direct or indirect volunteer and/or donations responsibilities under the Commonwealth of Virginia Emergency Operations Plan (COVEOP). Activities include, but are not limited to:

- A. Maintain contact with local and regional organizations that utilize donations and/or volunteers;

- B. Maintain contact with organizations that provide volunteers;
- C. Assess and prioritize affected area needs for donations and/or volunteers;
- D. Develop a strategy for managing donated goods and spontaneous volunteers.
- E. Coordinate with External Affairs to inform the public of the needs and processes for soliciting/managing donations and spontaneous volunteers.
- F. Maintain the capability to use the National Donations Management Network (NDMN); a web-based system that can receive offers of donated goods and volunteers, to manage offers of donated goods and volunteers;
- G. Maintain trained staff and resources to perform needed functions.

Mission

To provide coordination for donated resources and a liaison for those voluntary organizations that provide disaster services within the Commonwealth, so that

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capabilities and resources will be effectively integrated with other local, state and federal agencies to meet the needs of the disaster.

Organization

- A. The Virginia Department of Emergency Management (VDEM) is designated lead agency for ESF #17. VDEM maintains an overview of all related actions and coordinates with all support organizations.
- B. VDEM assigns the ESF #17 Group Leaders the responsibility for maintaining a trained staff capable of performing ESF #17 responsibilities and functions. The Group Leader is responsible for maintaining communications with staff in lead and support organizations.
- C. The VAVOAD assigns a lead liaison to work in cooperation with the ESF #17 Group Leader.
- D. Volunteer and Donations Management is a local government activity and responsibility, and begins locally in accordance with local Emergency Operations Plans (EOP).
- E. During and following a major disaster, requirements for goods/services may exceed local and state government resources. ESF #17 will assist localities in finding and receiving donated goods and volunteers to meet their needs.
- F. VDEM will coordinate ESF #17 participation in the NDMN. ESF #17 staff will accept and allocate offers based on local and regional needs. Using the NMDN process, ESF #17 can assist localities in reducing the impact of unsolicited and spontaneous donations and volunteers.
- G. ESF #17 will assist with the coordination of affiliated volunteers – persons recruited and trained by Virginia Voluntary Organizations Active in Disasters

(VAVOAD) non-governmental voluntary agencies, government-related Virginia Corps programs, Volunteer Centers and other entities with an assigned disaster mission. ESF #17 will facilitate mutual aid among these statewide organizations.

ESF #17 Support Organizations

- 1. VAVOAD is an organization whose purpose is to coordinate the interaction among voluntary disaster relief agencies in Virginia. Members of the VAVOAD, and its affiliated regional VOADs, are non-profit organizations that have designated disaster relief as part of their mission, and have planned and trained to perform disaster-related functions. The VAVOAD is an affiliate of the National Voluntary Organizations Active in Disaster (NVOAD).

VAVOAD member organizations have a wide spectrum of capabilities including: sheltering, mobile and fixed feeding, repair and reconstruction of homes, animal care, debris clean-up, counseling, storage and distribution of bulk food, clothing and household goods, child care, and many other services. Most are affiliated with larger parent organizations and may respond to national and international disasters.
- 2. Adventist Community Services (ACS) Disaster Response operates under an agreement with FEMA to provide emergency distribution of relief supplies and warehouse operations for donated goods. ACS representatives in Virginia provide localized training for warehouse and donations management staff.
- 3. Virginia Corps is a Governor's Program that encompasses several community emergency assistance programs.

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4. Citizen Corps Program provides leadership and coordination for six community volunteer programs:
 - a. Neighborhood Watch
 - b. Community Emergency Response Team (CERT)
 - c. Medical Reserve Corps (MRC)
 - d. Volunteers in Police Service
 - e. Public Safety Volunteers
 - f. Fire Corps

These programs recruit and train volunteers to respond to emergencies and disasters within their communities. ESF #17 can facilitate mutual aid among the programs to assist localities throughout Virginia.

5. Virginia Office on Volunteerism and Community Services (Department of Social Services) is the liaison for many of the federal volunteer programs, such as AmeriCorps and Senior Corps, and for the local and regional Volunteer Centers. These programs can provide trained volunteers and volunteer coordination services in emergencies and disasters.
 6. 2-1-1 Virginia is a service provided by the Virginia Department of Social Services (VDSS) that can assist in providing information to the public with respect to community and disaster services.
 7. Volunteer Centers of Virginia is a federation of the local and regional Volunteer Centers and agencies that recruit, train and refer volunteers to non-profit agencies through their communities. ESF #17 can assist with the implementation of local disaster volunteer coordination centers as well as facilitate mutual aid among Volunteer Centers.
- H. VDEM serves as the State Voluntary Agency Liaison (VAL) and the state Volunteer and Donations Coordinator in

collaboration with FEMA during response and recovery operations.

- I. VDEM is a signatory to the NDMN and serves as the primary contact with FEMA and the Aidmatrix Foundation, developers of the web-based NMDN.

Policies

- A. The Commonwealth will maintain a centralized Volunteer and Donations management system during disaster operations to manage appropriate offers of donated goods, monies and volunteer services. It will be organized through ESF #17, as part of the VERT.
- B. The Commonwealth encourages individuals interested in volunteering time and personal skills to affiliate with a recognized VAVOAD member organization or to participate through local Virginia Corps Programs in order to maximize their involvement in relief activities.
- C. The Commonwealth looks principally to those non-governmental organizations with established volunteer and donations management structures and practices in place to receive and deliver appropriate donated goods and services to disaster victims.
- D. The State encourages the donation of cash or requested items to established VAVOAD member organizations, rather than the donation of unsolicited clothing, food or other items.
- E. The State Volunteer and Donations Coordinator, working within VERT procedures, coordinates with appropriate agencies and organizations (state agencies and organizations, local governments, federal agencies, private-sector organizations) to ensure unaffiliated volunteers and unsolicited donated goods are effectively used during an incident.

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- F. Donations will be managed to minimize the impact on the recovery of the local economy.
- G. VDEM in cooperation with VAVOAD will determine when to activate the NDMN Virginia portal. The donated goods management process will be organized and managed through participation in the NDMN and a warehouse agreement between the Commonwealth and the Adventist Community Services. This will ensure that local organizations are able to take advantage of the appropriate types and amounts of donated goods and services in a manner that precludes interference with or hampering of incident management operations.
- H. All available means will be used to inform the public, the emergency management community, elected officials and the media on the donations and volunteer strategies.
- I. Local governments and participating voluntary agencies will be encouraged to develop and implement plans in accordance with these policies.
- J. The Governor, in certain circumstances, may choose to activate a disaster relief cash donations fund.
- K. All activities, functions, and services are provided in accordance with existing statutes, rules, and regulations.
- L. Donations of blood products are referenced in the ESF 8 – Public Health and Medical Services Annex.
- B. Unsolicited donated supplies will be delivered near the affected area within hours of the incident, and organization of those supplies will begin locally.
- C. Individuals and organizations from outside the affected area will go, or want to go, to the affected area to offer assistance as volunteers.
- D. Efforts to organize unsolicited volunteers for disaster response activities will begin at the local level.
- E. Local volunteer resources will be inadequate to deal with a widespread or severe disaster. State and possibly Federal assistance will be required.
- F. Unsolicited donations will be of a magnitude requiring special planning and management.
- G. Donations of unneeded items will occur. Procedures will be required for disposal or transfer of unneeded donations without interfering with recovery operations.
- H. Sufficient volunteer personnel will be available to staff and operate the donations management facilities designated in this plan, including State Donations Management Warehouse(s), and the Emergency Information/Volunteer and Donations Management Phone Bank(s).
- I. VAVOAD charitable organizations, faith-based organizations and local government volunteers will offer assistance in managing and operating distribution centers at the local level.

Planning Assumptions

- A. Offers for donated goods and volunteer services will commence as soon as the incident is publicized by regional, statewide or national media.

Concept of Operations

General

- A. Volunteer and donations management operations may include the following:

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1. ESF #17 Volunteer and Donations Management staff in the VEOC; and community-based organizations; the business sector; and the media.
2. State Donations Coordination (Allocation) Team;
3. Coordination with local and regional volunteer and donations coordination operations;
4. Web-based National Donations Management Network (NDMN) to accept donations of cash, supplies or volunteers;
5. Donations Warehouse Management Team(s);
6. Phone Bank functioning at the state level;
7. A coordinated media relations effort;
8. Effective liaison with other emergency support functions;
9. Facilities management plans include a multi-agency donations warehouse(s), Donations staging area(s), Donations Coordination Center(s), transportation support and Volunteer Reception Center(s) as needed.
2. The NDMN allows the Donations Coordination Team to review offers of donations and volunteers prior to accepting and allocating the resources.
3. Adventist Community Services, the State Volunteer and Donations Coordinator, and affected local governments, in cooperation with other voluntary organization partners and private sector, are responsible for managing the flow of donated goods during incident management operations.
4. The State Donations Coordination Team formed of Adventist Community Services, ARC, Salvation Army, Food Banks, VDEM and other designated VAVOAD member organization personnel will provide a liaison with the Volunteer and Donations Phone Bank, the State Multi-Agency Donations Warehouse and other VAVOAD member Organizations.
5. Donations team members act as the Commonwealth's Administrator(s) for those offers entered into and compiled in the NDMN.

B. Requests for Services

1. Local governments should request donated goods or volunteers during response activities through the normal Request Management process, WebEOC being the primary means;

This does not preclude direct coordination with voluntary organizations by local jurisdictions.

C. Donated Goods Management Function

1. Management of unsolicited donated goods involves a cooperative effort by state and local governments; voluntary

6. The Commonwealth's Donations Management Warehouse is critical in the process of receiving donated goods, sorting, storing and distributing them through VAVOAD member organizations to distribution sites in localities where the goods are needed.
7. If a State Donations Management Warehouse is a determined need, the preferred method for establishing such a facility in descending order is:

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- Donated space
 - Proffered local jurisdiction or DGS facility
 - State procurement of a contract facility
8. A Multi-Agency State Donations Management Warehouse will be procured by the state on an “as-needed” basis. The State Coordinating Officer, in consultation with the VERT, State Volunteer & Donations Coordinator and Adventist Community Services, will determine need.
 9. As part of the response effort the State Donations Coordination Team will allocate and forward specific requests to meet local needs to the State’s Donations Management Warehouse, operated by Adventist Community Services.
 10. Emergency supplies may also be moved from the EM warehouse to distribution points operated by any VAVOAD member organization, as appropriate.
 11. The transportation of goods from the donor to the State Donations Management Warehouse or the receiving organizations is the responsibility of the donor.
 12. Transportation of donated disaster supplies from the State Donations Management Warehouse to distribution points is the responsibility of the Adventist Community Services in collaboration with the VERT.
 13. Corporate offers of bulk items may be accepted if they are needed in the disaster response and relief efforts

D. Phone Bank Function

1. ESF #17 and ESF #15 will work jointly to establish a Volunteer and Donations Management Phone Bank, as part of the established Virginia Public Inquiry Center (VPIC). This designated line will receive calls from the public and direct donated goods to the appropriate place and/or NMDN.
2. The VPIC will direct inquiries from unaffiliated volunteers to the NDMN website or to appropriate local or regional volunteer coordination centers.
3. The VPIC team will interface with the State’s response and recovery efforts through ESF #17, who will partner with Logistics and appropriate ESFs to provide information related to the type of donated goods and services needed and the local, regional or state distribution centers for specific donated goods and services.

E. Public Information Function

1. The Commonwealth’s Volunteer and Donations Management effort will, in coordination with External Arrais (ESF #15), include a public information campaign to guide the Public to donate only what is needed.
2. The Commonwealth may implement a public information campaign at the onset of disaster to encourage donations of money to VAVOAD member organizations, and specific goods and services needed to address the particular nature of the disaster. If possible, initial media briefings by the Governor and senior state officials will inform the public of the donations policy and how the public can best contribute. The public information effort will continue throughout disaster operations.

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F. Volunteer Management Function

1. ESF #17 coordinates the interaction of recognized voluntary agencies and their affiliated volunteers with the disaster relief effort(s) in affected localities.
2. The State Volunteer and Donations Management Team (ESF #17) works with affected local governments and with voluntary organizations and private sector partners to efficiently and effectively integrate unaffiliated volunteers into response and recovery activities as needed.
3. Unaffiliated volunteers will be encouraged to offer their services through the NDMN or by phone or email to local or regional volunteer coordination centers. They will be discouraged from going directly to any disaster site.
4. Individuals interested in volunteering their service will be encouraged to offer to affiliate with recognized disaster response and recovery organizations, including VAVOAD member organizations, Volunteer Centers, and Citizen Corps programs such as CERT (Community Emergency Response Team), Medical Reserve Corps, Volunteers in Public Safety, and others.
5. Spontaneous volunteers from the public sector will be encouraged to register with NDMN (link posted at www.vaemergency.com when a disaster or threat is occurring). If local or regional volunteer coordination centers have been established, their phone numbers and locations will be posted on www.vaemergency.com.
6. State and Local government and local and regional VAVOAD member

organizations may request volunteers from ESF #17 through WebEOC or NDMN.

7. Volunteers serving in Citizen Corps Programs will be encouraged to volunteer to serve as needed.
8. The State may provide support for opening a regional or local Volunteer Coordination Center at the request of a local EM Coordinator or ESF 6. The Center should be located near the disaster site or disaster relief site and provide (1) a walk-in location for spontaneous volunteers to register and serve, and (2) a place for VAVOAD member organization, other voluntary organizations, and agencies to register their need for volunteers.
9. Volunteer Coordination Centers could operate under a variety of auspices including, Virginia Volunteer Centers, VAVOAD member organizations, Regional VAVOAD's or local Citizen Corps Councils.

Specific

- A. During Normal Operations, The State Volunteer and Donations Coordinator, VAVOAD, Adventist Community Services and other supporting agencies and organizations will participate in related training and statewide exercises to assist in the development of local and state disaster response capabilities.
- B. The State Volunteer and Donations Coordinator, VAVOAD and Adventist Community Services will receive situation reports, weather briefings, notifications and alerts that are distributed by the VEOC to state agencies.
- C. The State Volunteer and Donations Coordinator and VAVOAD will be alerted by the VEOC during the Initial Alert Level; the Adventist Community Services

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liaisons will be alerted by the State Volunteer and Donations Coordinator; communication will continue with the Volunteer and Donations Coordinator, VAVOAD (and the Regional VOADs) during the readiness phase. The liaisons will report to the VEOC if necessary.

- D. Additional support agencies that compose ESF #17 will be alerted by the State Volunteer and Donations Coordinator/VAL during the Initial Alert Level; will continue communication with the coordinator and report to the VEOC as requested.
- E. Each VAVOAD member organization, will maintain contact persons and resource lists to respond to requests from the ESF #17. Each cooperating or member organization coordinates the response of its services and provides status reports to the VAVOAD liaison at ESF #17.
- F. Each cooperating or member organization coordinates the response of its services and provides status reports to ESF ##17 at the VEOC.
- G. ESF #17, under the coordination of the State Volunteer and Donations Coordinator/VAL functions in the VEOC, collaborates with VAVOAD, Virginia Corps and Volunteer Centers and works closely with the multiple ESF support functions.
- H. The ESF #17 links resources with local emergency managers, local voluntary agencies, and state and federal agencies

that provide assistance in the affected areas.

- I. ESF #17 will collect, compile and report information on the status of activities and resources in accordance with VEOC requirements.
- J. When there is no gubernatorial or presidential disaster declaration, the VAVOAD will continue to assist member organizations that provide assistance in meeting disaster-caused needs that are beyond the resources of the individual disaster victims.
- K. When the Governor declares that an emergency or disaster exists in the Commonwealth, ESF #17 will coordinate activities related to needs for donated goods or volunteers from the VEOC.
- L. When the President declares a major disaster and the DHS/Federal Emergency Management Agency (FEMA) implements a range of assistance programs available to individuals and families, ESF #17 will continue its liaison role with VAVOAD member organizations active in the disaster area, and with other non-governmental responder organizations, and will continue its support of the management of volunteer resources and donated goods in affected areas.
- M. ESF #17 provides support and assistance to the field, program guidance, and other assistance as appropriate, based on the affected localities' requests for assistance.